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ABSTRACT

A study was conducted to analyze effective mechanisms for facilitating coordination of vocational education programs with programs conducted by prime sponsors under the Youth Employment and Demonstration Projects Act of 1977. The project goal was to identify, describe and analyze such mechanisms and to disseminate the results to a nationwide audience. Over 140 programs with exemplary coordination mechanisms were nominated for the study. Analysis of these programs showed the following: vocational education involvement ranged from a limited contractual agreement to deliver services to a full partnership of vocational education and the prime sponsor in planning and service delivery; vocational skills training was made available to Comprehensive Employment and Training Act (CETA) youth on an extended day basis, in regular programs, and in alternative settings; and cooperative vocational education work experience models helped to facilitate the awarding of academic credit. Two regional workshops were held to convey results and provide participants with opportunities to discuss the problems and strategies for coordination. Workshop evaluation results supported the recommendation that state Vocational Education Agencies and state Employment and Training Councils use coordination funds to support similar small workshops in state and local areas. It was recommended that Congress consider passage of a comprehensive youth education and employment act which rationally allocates responsibilities between education and prime sponsors. (Author/BM)

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Final Report

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EFFECTIVE MECHANISMS FOR FACILITATING COORDINATION OF VOCATIONAL EDUCATION PROGRAMS WITH THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT OF 1977

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Raleigh, North Carolina

March 1980

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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CHAPTER ONE: INTRODUCTION

VOCATIONAL EDUCATION, MANPOWER PROGRAMS AND UNEMPLOYED YOUTH

At the turn of the twentieth century, the needs of an industrialized society created a demand for education programs to prepare students for the labor force. Historically, training for employment had not been accepted as a formal part of public education. However, with the passage of the Smith-Hughes Act in 1917, vocational education became the nation's first manpower program.

In the 1960's, national concern for the problems of poverty and inequality put a new focus on training with education seen as the ticket to prosperity. Vocational education was challenged to improve its existing programs and prepare the disadvantaged for a place in the labor force.

To respond to the needs of youth and adults with socioeconomic problems, the Vocational Education Act was enacted in 1963 to provide services for disadvantaged target populations. Through the use of Federal funds which expanded access to vocational education programs, vocational education was encouraged to be responsive to the needs of unemployed youth, minorities and the handicapped.

In 1968, the Vocational Education Act was amended to reflect changing social needs. While enrollments in vocational education had risen dramatically, the plight of unemployed youth and minorities had changed very little. In 1963, the combined unemployment rate for black and white teenagers stood at about 21 percent. By 1968 the youth unemployment rate hovered around 18 percent with unemployment for black youth closer to 23 percent (Mangum and Walsh, 1978). In the 1968 Amendments to the Vocational Education Act, Congress recognized the problems of these youth. The Amendments provided for separate categorical authorizations for exemplary programs and

projects, and special programs including homemaking and consumer education. Cooperative vocational education programs were established to provide on-site work experience integrated with classroom studies. Work-study programs were established to provide part-time employment for needy students. To ensure that vocational education would be provided to those in need, four target populations were identified. These included students in secondary schools; those who wanted to extend their vocational training beyond the secondary schools; those already in the labor market and needing additional skills upgrading; and those with academic, social, economic or other handicaps which prevented them from succeeding in regular programs.

Paralleling the expansion of vocational education was a drive to alleviate unemployment, underemployment and poverty. The Manpower Development and Training Act was created to focus on the needs of the economically disadvantaged. Classroom training was conducted by local schools with Federal funds being administered by State educational agencies and State employment security agencies. Vocational education, through the development of skill centers, provided training under MDTA and became a partner in the battle against rising unemployment.

However, the advent of the Concentrated Employment Programs and the JOBS program of the National Alliance of Businessmen reflected an effort to provide training for the disadvantaged which was more directly linked to potential employers. This changing philosophy signaled the decline of classroom training as the favored manpower delivery system. By 1970 the Federal government changed priorities and gave increased support to Manpower Development and Training or CETA programs as the delivery vehicle for addressing the needs of the unemployed (Bushnell, 1979). The shift from vocational education to increased expenditures under the Comprehensive Employment and Training Act was part of a growing skepticism about the role of vocational education in the national manpower effort. Yet, despite the tremendous resources, the problems of disadvantaged youth continued to grow. In 1976

the combined unemployment rate for teenagers was about 25 percent, while for black teenagers it had risen to an unprecedented 34 percent (Mangum and Walsh, 1978).

COORDINATION MANDATE

In recognition of the pervasiveness of youth unemployment, Congress passed the Youth Employment and Demonstrations Projects Act of 1977. A hallmark of this legislation was its emphasis on improved linkages between education and employment and training systems. Prime sponsors were required to allocate not less than 22 percent of their YETP funds to programs for in-school youth. These programs were to be conducted pursuant to an agreement between the prime sponsors and the local educational agency.

In the Education Amendments of 1976, Congress made it equally clear that its intent was to create a partnership between vocational education and employment and training programs. Several mechanisms were provided to encourage such a partnership. Representatives of the State Manpower Services Council were to participate in the preparation of State Five-Year Plans. Results of coordinative efforts were to be shown in Annual Accountability Reports. Funds distributed on the basis of local applications had to describe the relationship of vocational education and manpower programs. An Occupational Information System, serving the common needs of vocational and employment and training programs at National, State and Local levels, was to be developed and implemented in all States receiving Federal vocational funds. In complementary fashion, YEDPA required as a condition for receipt of YETP funds that eligible prime sponsors provide a description of the coordination of proposed programs, projects and activities with the offerings of local education agencies and postsecondary institutions.

The proliferation of education and employment and training programs, often duplicating and sometimes in

competition for the same client population, were no longer to be tolerated. The separation of education from work was to be amended. The emphasis was on facilitating the transition from school to work as well as improving the coordination of education and employment and training programs for youth. Vocational education and manpower training programs were to again be partners in the battle against youth unemployment.

PURPOSES OF STUDY

The purpose of this study was to identify, describe and analyze exemplary mechanisms for facilitating coordination of vocational education and eligible prime sponsors under the Youth Employment and Demonstration Projects Act of 1977. The study was designed to overcome a lack of knowledge on evolving institutional linkages. The study represents the first nationwide study to directly address the critical institutional interface between vocational education and YEDPA prime sponsors. Information on exemplary institutional linkages was to be disseminated nationwide in two ways. Regional workshops were held to bring together participants to share study findings and to discuss issues, problems and experiences of mutual concern. Second, descriptions of exemplary mechanisms were integrated into a technical assistance guide to assist both vocational educators and prime sponsors from the first steps toward communication to comprehensive planning and integration of services for youth.

CHAPTER TWO: PROCEDURES

A basic orientation intrinsic to this study has been an emphasis on the identification of those programs with the most effective or exemplary coordinative mechanisms. By seeking to identify programs with exemplary coordinative mechanisms, the study was able to build on the most promising practices for inclusion in a technical assistance guide for dissemination to practitioners. A look at exemplary linkages does not deny the opportunity to look also at problem areas in coordination. The premise is that the most noteworthy programs will not be without fault and could be improved.

Exemplary coordinative mechanisms were taken to mean those mechanisms which evidenced the greatest probability for programmatic or institutional change. Programmatic changes deal with the short-term alteration of practices to better serve a target population; for example, providing vocational skill training on an extended day basis. Institutional change, on the other hand, deals with changing the perceptions of persons about the roles and missions of their institutions, resulting in long-term alterations in institutional policies. It is much more difficult to obtain solid evidence of this latter type of change. Programmatic change was taken as an indicator of an increased probability that institutional change might follow.

To ensure that these conceptions of exemplary coordination were used as the basis for nominations, a set of standards was developed which described what specific instances of exemplary coordination might look like.

ESTABLISHING CRITERIA FOR ASSESSING EFFECTIVENESS

A first step in identifying exemplary coordinative mechanisms was to conduct a comprehensive literature search.

Library sources included in the search were the National Technical Information Service; ERIC; Worklife, a Department of Labor publication; and Voc Ed, the journal of the American Vocational Association. The library sources were augmented by contacts with the National Council on Employment Policy, the National Advisory Council on Vocational Education and the National Center for Research in Vocational Education. A standardized reporting format was used to record the information identified through the literature review. A copy of this form is included in the appendix.

However, as the advent of this study fell close on the heels of CETA legislation, the number of successful coordinated mechanisms reported in the literature was expected to be, and was in fact, quite limited. Therefore, the services of a consultant with direct experience in CETA programs were utilized to generate additional listings of coordinated mechanisms. To assess mechanisms identified in the literature and by the consultant, it was necessary to develop a set of program assessment standards.

Development of Standards

The approach taken in this study to operationalize the concept of coordination was to delineate those areas where interagency coordination might logically occur. The perspective of this study was to focus on activities possible under the law, specifically activity/service areas embodied in CETA Title IV legislation. These six areas include: administrative affairs; outreach, assessment, counseling and supportive services; basic and remedial education and employability skills; institutional occupational skills training; work experience and on-the-job training; and placement. The methods used to coordinate the activities of vocational education and CETA in each of these areas were simply termed coordinative mechanisms. These mechanisms are process oriented and are descriptive of specific dimensions of vocational education and prime sponsor coordination. In order to explain more fully

the term coordinative mechanisms as used in this study, it is useful to draw a distinction between mechanisms which are examples of interagency linkages and those which are examples of alignment.

Interagency linkages are exemplified in the development of interagency agreements and contracts, joint activities, and shared information and duties. Coordination as used in this study, however, is a somewhat broader and more encompassing term than interagency linkage. The list of joint and shared activities is soon exhausted as possible mechanisms. Coordination, on the other hand, may include activities which are not joint or shared but which involve alignment of an agency's delivery mechanism to serve a population. This alignment may signify changes in agency operations to better serve a target population or it may include extension of regular operations to serve a previously unserved target population.

Keeping in mind these conceptions of coordination, the project director and staff synthesized the findings from the literature review into a set of assessment standards. Empirical findings as well as legislative intent served as guidelines in the development of assessment standards. The standards were classified according to the six program activity/service areas. To ensure that the most appropriate standards were identified, and to further explicate the standards by use of example, a Technical Advisory Group (TAG) meeting was called in Washington, DC to review the standards.

Technical Advisory Group

The Technical Advisory Group was formulated at the beginning of the project and consisted of representatives of organizations and associations judged most knowledgeable of on-going nationwide vocational education-prime sponsor cooperative efforts. The group served three major functions during the course of the project. First, they assisted in the development of the standards. Second, they helped to

identify programs with exemplary mechanisms. And third, they reviewed major products prior to dissemination.

The Technical Advisory Group convened November 22, 1978, in the Hubert Humphrey Building to review the standards. Members in attendance included representatives of the American Vocational Association, the National Association of State Boards of Education, the National Commission for Manpower Policy, the Bureau of Occupational and Adult Education, the American Association of Community and Junior Colleges, the United States Conference of Mayors, the Council of Chief State School Officers, Youthwork, Inc., the National Institute of Education, the National Association of Secondary School Principals, the National Advisory Council on Vocational Education, the National Governors Association, and the Department of Labor, Office of Community Youth Employment Programs. Comments of TAG members were recorded for later review. In addition, a supplementary written review was obtained by a technical consultant.

Following these reviews, the standards were revised and explicated by example. Statements descriptive of exemplary evidence of coordination were drawn from empirical accounts of functioning connections, including those cited in the literature and those provided by TAG members. The resulting examples were those which were viable, measurable and indicative of potential means of alignment between vocational education and prime sponsors.

IDENTIFYING EXEMPLARY MECHANISMS

Nomination Process

Lack of extensive documentation of exemplary mechanisms in the published literature made it imperative that additional means be used to locate those mechanisms which might otherwise be missed. Therefore, a wide spectrum of agencies/organizations/associations that maintain field linkages with education and/or prime sponsors was requested to nominate program sites considered to be using exemplary coordinative mechanisms.

Each nominator was contacted and requested to nominate outstanding examples of vocational education-YEDPA coordination. To facilitate uniformity of understanding, each nominator was furnished a copy of program performance standards and requested to use these in making his or her nominations. Nominators were urged to indicate the performance standards that weighed most heavily in their nomination decisions. Other nomination materials consisted of (1) an identification sheet to identify the nominator, (2) instructions for the nomination procedure, (3) five nomination ballots and (4) a self-addressed stamped envelope to facilitate the return of nomination ballots. Copies of these nomination materials are included in the appendix.

The nomination process was divided into two stages. In the initial stage nomination materials were only mailed to technical advisory group members. TAG members reviewed nomination materials for clarity and comprehensiveness, allowing for refinement prior to implementing the full-scale balloting in the second stage. In the latter stage, TAG members mailed in any additional nominations and the remaining list of nominators was contacted and requested to make not more than five nominations using the mail-in balloting process.

A nomination plan divided the potential nominators into four groups relative to the type of protocol to be followed in initiating the nomination process. The technical advisory group was one of the four groups included in the nomination plan. The second group included agencies and organizations which had DOL funded projects. The project director of these projects was contacted and asked to cooperate in making nominations of programs with exemplary vocational education-CETA linkages. The third group included in the nomination plan consisted of regional agency personnel. These were staff in the Office of Education regional offices and the Youth Coordinators with the Employment and Training Administration regional offices. These groups were first contacted through liaisons at the Federal level. The Office of Community Youth Employment

Programs approved a draft letter to be sent to regional Youth Coordinators explaining the purpose of the study and requesting their cooperation in making nominations. The regional education staff was first notified of the project through the regional liaison unit in Washington, DC. The fourth group included in the nomination plan consisted of State agency coordinators. This group consists of the CETA State Supervisors, many of whom are knowledgeable of coordination efforts dating back to MDTA. Currently many are involved with the six percent set-aside for vocational education under CETA Title II. The CETA State Supervisors received a memo from the CETA Coordination Unit explaining the purpose of the project and requesting their cooperation in making nominations. A fifth group contacted during nominations included the directors of all State Advisory Councils on Vocational Education. Owing to their mandate to assess the extent of coordinated efforts in meeting state vocational education and employment and training needs, they were judged to be in a unique position to make nominations.

Verification of Nominated Programs

Phone contacts were made with each nominated program. A two-step process was utilized. The first step consisted of placing a call to the contact person listed on the nomination ballot. This preliminary contact served three purposes: (1) to verify that the contact person was the person most knowledgeable of the program; (2) to ascertain the role of vocational education in the program (i.e., programs in which vocational education had no role were dropped from further consideration); and (3) to request a convenient time to discuss the program with the contact person.

The initial contact thus served as a verification and identification of the person most appropriate to talk to. Once the appropriate contact person was established, an inquiry was made as to whether the person had time to discuss the program or would like to schedule an appointment when a return

call could be placed to them. The second step consisted of placing a call to the established program contact to verify information contained on the nomination ballot. A phone contact training package was designed to train staff in the collection and organization of information on nominated programs.

Phone Contact Training Package

The phone contact training package was designed to familiarize staff with the purpose of making phone contacts, a rationale for the types of information to be collected and the protocol to be followed in making contacts. A phone contact guide was included in the training package and was designed to delineate the important information areas without detailing a specific set of questions. The flexibility inherent in this approach permitted the persons contacted to describe the program in their own terms, highlighting what they considered to be the important dimensions. The purpose was to find out what was happening as opposed to the frequency of a predetermined set of activities.

In addition to the guide, other printed materials were used to supplement staff training. These materials included the Comprehensive Employment and Training Act Amendments of 1978, a copy of the standards for assessing effective mechanisms, and a Planning Charter for the Youth Employment and Demonstration Projects Act of 1977. Documentation of other studies conducted under the auspices of the Department of Labor and the Office of Education was also presented.

The phone contact training package was thoroughly reviewed by a technical consultant and the project officer. Revised copies were pilot tested in a local school district with a YEDPA sponsored vocational education program. Based on results of the pilot test, revisions were made in preparation for staff training.

Staff Training

Results of the pilot test were critiqued with each staff member during the training session. Roundtable discussions were held to ensure that the telephone training guide and protocol were understood. Staff members wrote prototype descriptions based on the pilot test. These descriptions were similarly critiqued.

Phone Contacts

Phone contacts were made with all programs identified by project nominators. The purpose of this contact was to collect preliminary information that would (1) serve as the basis for making a decision as to the selection of sites for field visitation, and (2) be analyzed and presented in a three volume state-of-the-art report documenting the extent and kind of coordination existing between vocational education and CETA prime sponsors.

In order to achieve these purposes, the phone contact aimed at the collection of data in the following areas:

- general programmatic information
- mechanisms for vocational education-CETA coordination
- joint participatory efforts
- program assessment data
- contextual information

General programmatic information included general identifying information such as program, location and names of the agencies involved, funding source, program duration, and number of clients served. Coordinative mechanisms were further descriptions of linkages identified by program nominators. Joint participatory efforts were elaborations of the roles of the prime sponsor and vocational education in specific mechanisms. Program assessment data included program evaluation data and the perceptions of persons contacted.

Contextual information included historical and current social, economical, and political factors which facilitated or impeded the growth of coordinative mechanisms.

Following the phone contacts staff dictated a description for each program, using notes on the phone contact and any forwarded reference materials. Followup calls were made as necessary for purposes of clarification. Over 140 nominated programs were documented in this manner.

IN-DEPTH ASSESSMENT OF EXEMPLARY MECHANISMS

In order to thoroughly document exemplary mechanisms for the coordination of vocational education and prime sponsor youth programs, a series of 28 site visits was conducted. Based on the descriptions of coordinated activities prepared from the telephone contacts, the sites were selected for visitation.

The selection of sites was stratified so as to represent exemplary mechanisms in each of the six program activity/service areas. Several other factors were also considered during the selections of sites for visitation. First, to the extent possible, an attempt was made to select sites which were exemplary in more than one of the six areas. This enabled simultaneous site documentation of multiple mechanisms and provided some economy of effort. Secondly, sites were selected so as to provide representation of both urban and rural prime sponsors. This was considered important as a major concentration of disadvantaged youth are located in urban and rural areas as opposed to suburban areas, and because mechanisms which might work in an inner-city location might fail in rural areas. Finally, the sites were selected so as to maintain a distribution across Federal regions.

Site Selection Criteria

Due to the great number of programs looked at in the project, it was relatively easy to maintain the stratification

as described in the preceding paragraph. However, the subjective choice of one program over another in the same geographic region with mechanisms in the same program activity/service area was somewhat more difficult. It was necessary to develop subjective criteria for the selection of programs. It had originally been planned to choose those programs which met the intent of the greatest number of standards as used in the nomination process. However, discussions between staff members soon made it apparent that programs with a great many activities between an LEA and a prime sponsor might have little or nothing to do with the scope of the role of vocational education in the particular program. Further, it was felt that due to the nature of the program that projects selected should be those with the greatest evidence that institutional vocational education services were adapted or extended to meet the needs of CETA eligible youth. Accordingly, a special set of criteria was developed to guide site selection. The nine criteria developed are as follows:

1. Program meets the intent of the greatest number of standards.

2. Program demonstrates alignment and/or coordination:

   a. There is alignment of institutional vocational education to serve CETA eligibles and visible coordination with the prime sponsor.

   b. There is alignment of institutional vocational education to serve CETA eligibles but minimal coordination with the prime sponsor.

   c. There is only coordination with the prime sponsor.

3. Vocational skills training is available to program participants; e.g.,

   a. Extended day.

   b. Individual slots in ongoing classes.

4. Programs are articulated with regular vocational programs.

5. Cooperative work experience is available to program participants; e.g.,

   a. Model is adapted to participant needs.

   b. Slots are provided in ongoing programs.

6. Vocational education director or other vocational staff is involved in program development, implementation and administration.

7. Vocational education funds are combined with CETA and/or other sources to meet program goals.

8. Program instructors are accredited through vocational education.

9. Academic credit is awarded in the vocational curriculum.

Applying the stratification and selection criteria, the final distribution had the following characteristics:

- At least two sites from within each Federal region with the exception of Region II, which consists of only two States. One of the two States was selected from Region II.

- Seven sites within each of the four Bureau of Occupational and Adult Education Planning Regions.

Site Visits

As with the initial contacts for verification of nominated programs, a training package was developed for all staff to be involved in site visits. The training package included an overview of the study and progress to date; the purpose of site visits; a detailing of the site visit logistics; a guide to the informational topics to be collected on the site; site visit protocol and suggested sources of information. Finally, an outline of a narrative was presented that each site visit staff member was to utilize in preparing a written narrative based on the results of the site visits.

Site visit procedures were pilot tested in a local school district with a YEDPA sponsored vocational education program. Based on the pilot test results, a training package was prepared in final form and submitted to the project officer. Also based on the results of the pilot test, a prototype narrative of a site visit was prepared for use by project staff to review and critique during training sessions.

To the extent possible, site visits were scheduled for June of 1979. The majority of site visits were completed in June and July but the two final visits were not completed until November due to scheduling conflicts of local programs who were unable to host site visit staff until that time. The actual time spent on the site interviewing took two days, with the third day being allowed for synthesis of information. Site visit staff were provided with the narrative of the program and other secondary sources of information available.

Prior to any site visits being scheduled, CONSERVA staff contacted each of the 28 selected sites to inform them of their selection for site visitation. Staff and consultants then proceeded to schedule site visits to assigned programs. Visits were scheduled to minimize travel time and therefore be cost efficient. The choice of people to be interviewed at each site was made on a case-by-case basis, although suggestions of appropriate staff members were made during training sessions.

Two types of information were collected on the site. One consisted of program data which concerned the program as a whole and the second was programmatic data which refers to activities in each of the six program activity/service areas.

PREPARATION OF REPORTS ON EFFECTIVE MECHANISMS

The first major report resulting from telephone contacts to 140 programs was a State-of-the-Art Report providing summaries of exemplary programs containing coordinative mechanisms. All program descriptions were reviewed and 111

were selected for inclusion in the State-of-the-Art Report. The descriptions were revised into a summary format for the volume.

Each program summary was mailed back to the contact person at each site for a final verification. Ten working days were allowed for acknowledgement of accuracy or submission of revised descriptions. A cover letter advised that after that date the description would be assumed to be accurate as written. Seventy-one percent of the narratives were verified. The remaining narratives were assumed to be accurate as the due date for return was surpassed with no further correspondence.

Two other interim reports were based primarily on the initial contacts with 140 programs. These included a report which described the coordinative mechanisms in operation across programs and a report analyzing the factors contributing to success or failure in coordinative efforts. It was decided that the three volumes were logically related and should be presented as a companion set. As a result, the State-of-the-Art Report was recategorized as Volume I of the State-of-the-Art Report and the other two reports were considered as Volume II and III, respectively. However, the volumes are separately available and are equally suitable as stand-alone documents.

Volume II was titled "Mechanisms for Vocational Education-CETA Coordination." Several rules were devised for determining the types of mechanisms to be included within the report. Several examples can serve to clarify the mechanisms that were chosen. The requirement that 22 percent of the prime sponsors' formula allocation be administered under the terms of an agreement between the prime sponsor and a local educational agency was considered a mandated coordinative mechanism. The linking of vocational education monies with the 22 percent set-asides to operate a joint program would be considered an exemplary coordinative mechanism for the purposes of the project.

It is also useful to note the types of mechanisms which were not included in Volume II. The establishment of a youth-oriented business may be an innovative mechanism for serving youth; however, it may have little to do with the linkage between vocational education and CETA or with an alignment of either or both institutions to serve the youth. On the other hand, if the business was established as a part of the vocational education program and was particularly geared to serving CETA youth, then it was viewed as an exemplary coordinative mechanism.

Volume III was titled "The Context of Vocational Education-CETA Coordination." It traced major historical factors in both the education and employment and training systems in order to estimate their impact on coordination. In addition, the 140 programs were reviewed and analyzed to determine the contextual factors that impinge on the genesis and evolution of cooperative mechanisms. Both those factors impeding the growth and development of coordinative mechanisms as well as those that facilitate their growth and development wer taken into account.

A fourth interim report growing out of information collected was a report titled "A Guide to Serving Youth Together." The Guide was designed as a stand-alone document for use by local educational agencies and prime sponsors. Information gathered through site visitations, supplemented by the information collected through the telephone contacts, was analyzed and integrated into this report. In addition, the Comprehensive Employment and Training Act and Vocational Education Act were thoroughly reviewed for similarities and differences and potential sources of resources that could be combined in a coordinated program. The Guide was organized around a model of coordination which proceeded along three steps. The first was the initial step of creating awareness and getting vocational education and prime sponsors to know each other. The second step involved finding commonalities, including reviewing plans and sharing of data. The third

step in the model involved the specifics of sharing activities and resources across the six functional activity/service areas utilized throughout the study.

DISSEMINATION OF RESULTS

At the inception of the project, a project brochure was developed in conjunction with the Project Officer. The brochure briefly described the project, its goals and anticipated products. The brochure was mailed to members of the Administrative Division of the American Vocational Association, all prime sponsors, and relevant national interest and advisory groups. Subsequently, the brochure was included in project correspondence to anyone not already familiar with the project.

Dissemination Plan

A conceptual model of an innovation-decision process in an organization was used to formulate goals to guide the dissemination process. A more thorough description of the conceptual model is contained in the Dissemination Plan submitted as a project product. As applied to the problem of coordination, the five-step model would basically appear as follows:

1. Knowledge about the need to coordinate.
2. Persuasion and evaluation of the decision to coordinate by the organization.
3. A decision concerning coordination by the organization.
4. Communication of the decision to adoption units or individuals in the organization who must carry out the decision.
5. Action to accept or reject the decision to coordinate by the adoption units.

In practice the five functions in the decision process were translated into goals as follows:

1. The development of an audiovisual presentation to create awareness of the need for coordination between vocational education and prime sponsors.

2. The conduct of regional workshops to provide information on ongoing coordinative efforts.

3. An evaluation of the workshops to assess new knowledge acquired and plans of participants to initiate coordinated activities.

4. Training of workshop participants to function as change agents so that communication of the innovation could extend beyond the duration of the project.

5. Arrangements to publish and sell the Guide and audiovisual as a means of providing program staff or adoption units with alternatives for action.

Development of Audiovisual

Arrangements were made with a subcontractor familiar with the production of slide-tape presentations. Project staff met with the subcontractor to outline the content of the film. Based on discussions with project staff and review of the literature on the Youth Employment and Demonstration Projects Act, the subcontractor drafted a script. The script was reviewed by project staff and three sites were selected for filming as examples of coordinative programs. Sites selected were chosen to provide a balance of urban and rural programs. The subcontractor put together a rough run-through of the slide-tape presentation including selected slides and sound track. This was reviewed by project staff and revisions made prior to obtaining external reviews.

Regional Workshops

The first step in planning for the regional workshops was to select sites widely accessible to participants. Two sites were chosen which would minimize travel for participants

attending that particular workshop. This served to minimize project expenditures for both participants whose expenses were reimbursed as well as participants who were paying their own way to the workshops. Criteria for the selection of workshop sites included close proximity to a major airport, a wide choice of adequate barrier-free hotels with appropriate meeting facilities and an array of amenities for participants. A conference planning assessments sheet was used to record information on facilities contacted as possible locations. Contracts with each of the hotels were secured with the following specifications: number of rooms; number of days; assurance the facility was barrier-free; necessary number of meeting rooms; necessary equipment; specified rate; and final commitment dates.

The project contract specified that two representatives from each State would be reimbursed for their attendance at the workshops. At the time of the proposal submission, two participants were determined to be selected by State Directors of Vocational Education. Following the first meeting of the Technical Advisory Group at the project's inception, there was expressed concern that as the project had as its theme the coordination of vocational education with prime sponsor youth programs, that appropriate representation from Labor be considered throughout all project activities.

Following discussion with the Project Officer, it was determined that one project participant would be selected through the State Director of Vocational Education and a second one chosen to represent a prime sponsor constituency. A liaison with the Department of Labor was consulted to determine the appropriate method of selecting the prime sponsor representative. Caution was necessary so as to select a participant who would represent not only the balance-of-state interest but also the local interest. Determination was made that the second participant would be chosen through the Director of the State Employment and Training Council.

In order to identify paid participants, a letter was sent to each State Director of Vocational Education and the Director of the State Employment and Training Councils. Letters included a project brochure and a description of the purposes of the workshops. Directors were requested to recommend one participant most likely to benefit from the workshop as well as an alternate. A form was provided to facilitate the process. States not responding to letters within two weeks were followed up by a phone call. Invitations were then extended to participants recommended by the directors. Invitations to participants included a letter describing the project, the purposes of the workshop and tentative agenda and information regarding the reimbursement of expenses.

A preregistration form was used for both participants to be reimbursed as well as others seeking to attend the workshop. The preregistration form included workshop dates, sites, accommodations and cancellation procedures. A return form mailed back to CONSERVA included the following information: name of participant, organization, title, address, phone number, type of accommodations desired and arrival and departure dates. If participants indicated they would not be able to attend, an invitation was extended to the alternate. The alternate received a similar letter of invitation and preregistration form.

Two methods were used to notify other individuals about the workshops. One method was the direct mail of registration forms. Mailing lists for the direct mail-out included the following organizations and individuals:

- Individuals responding to CONSERVA's brochure and asking about information regarding workshops.
- Program staff of programs identified during the project.
- Prime sponsors.
- Local vocational directors.
- CETA State Supervisors.

- State Advisory Councils on Vocational Education.
- Key State school officers.
- RCU directors.
- DOL and Office of Education Regional Offices.
- Members of the project Technical Advisory Group.
- Other pertinent groups for whom mailing lists were available.

A second method for notifying individuals about the workshops was through advertisements. A notice about the workshop was placed in Update, a publication of the American Vocational Association, and a publication of the National Governors Association.

A final list of participants was derived from registration forms submitted by both reimbursed and non-reimbursed participants. A copy of this list, along with arrival and departure dates, was sent to the hotels to guarantee lodging and finalize meeting arrangements.

Prior to the workshop, all workshop handouts, the Guide and audiovisual were thoroughly reviewed by the Project Officer and Technical Advisory Group. Workshop handouts included a bibliography on education/CETA coordination and a series of questions regarding strategies for coordination at the Federal, State and Local levels. The handouts were submitted as a separate project deliverable.

Workshop activities encompassed two and a half days. The first day centered on keynote speakers from the Federal level. Welcoming remarks were delivered by the State Director of Vocational Education in the host State. Representatives of both the Office of Education, Bureau of Occupational and Adult Education and the Department of Labor, Office of Youth Programs spoke at the conferences to provide a joint perspective on coordination.

The second day of the workshops focused on exemplary coordinative programs already underway. Six speakers were invited to each workshop to present information about their local programs. These speakers were identified from the site visits made during the project. Speakers were selected who were articulate spokespersons with enthusiasm for their local program offerings. The rationale for the selection of six speakers was to allow time to focus in on each of the six major functional activity/service areas for coordination as delineated in the document of standards and covered in the State-of-the-Art Report. Each speaker described coordination activities in his or her local program with specific reference to one of the six areas.

Workshop activities on the third day centered more directly on the concerns of workshop participants in initiating coordinative activities in their own local programs. Small group work sessions were utilized to provide an opportunity to identify the problems in the coordination of vocational education and prime sponsor youth programs and also to identify strategies for overcoming the problems. Workshops were held February 4-6, 1980 in Silver Spring, Maryland, and February 13-15, 1980 in Denver, Colorado.

Development of Flyer

A final step in the dissemination process was to develop a flyer which described the content and availability of various products resulting from the project. The flyer was designed to be similar in appearance to the project brochure and was developed in consultation between project staff and the project officer. A prototype of the flyer was prepared and submitted simultaneously to the project officer for review of content and to subcontractors to obtain pricing on production of the flyer. Copies of the flyer, along with the detailed dissemination list delineating the organizations who should receive copies of the flyer, were submitted to the Office of Education.

CHAPTER THREE: RESULTS AND CONCLUSIONS

EXEMPLARY MECHANISMS

It was not the intent of this study to evaluate the results of coordination but to describe the process as it has evolved. It is probably fair to say that in States or localities where there was previously no coordination, even the negotiation of an agreement for vocational education to serve as the administrator of a youth program may be a large step forward. In areas where there has been a long history of coordination dating back to the involvement of vocational education and CETA during the 1960's, the two agencies are better able to build on cooperative endeavors already in place, to concentrate on improving services to disadvantaged youth, and to provide those services in more innovative ways.

The type of involvement evidenced between vocational education and prime sponsors has varied greatly. Basically three models of coordination have been seen. The first model represents a stage in cooperative involvement in which vocational education functions as a service delivered under contract to a prime sponsor. A second model is characterized by linkages at the administrative level. Vocational education is the program administrative agency. However, staff are hired with program funds and, as such, have no formal or continuing organizational ties to vocational education or CETA. The third model is a full program model and is represented by joint planning and service delivery between vocational education and CETA prime sponsors.

In the service delivery model the role of vocational education is limited to a contract or relationship where vocational education delivers certain services to CETA enrollees. The exact nature of the service delivery model covers a wide continuum. This continuum might be described as ranging from

merely accommodating to intensive collaboration. For example, in one State vocational education facilities were made available after hours for CETA clients but all funding, program staff and services were available only by the grace of CETA funds. In another locality vocational education and the prime sponsor jointly staffed a program and shared direct responsibility for the ultimate outcome and placement of the client.

The context in which contractual obligations are negotiated may influence the form of the relationship and the service delivery model. In one instance prime sponsors may offer limited encouragement and assistance to vocational education in the development of a proposal, preferring to remain neutral so that the objectivity of the award process is not compromised. In another instance the prime sponsor may work with vocational education in identifying issues of mutual concern and in providing them with technical assistance in the development of a proposed program for funding.

The second model, or administrative model, has vocational education fulfilling the function of resource and program management. From an intergovernmental relations perspective, resource management would include information and financial management. Program management would entail the pragmatics of creating concrete programs. If all funds flow from the prime sponsor, the prime sponsor maintains control of policy management and exercises the greater influence on the formulation of needs and goals. In some cases, the administrative model involved efforts at joint or coordinative planning. In many instances, however, coordinative planning means primarily that vocational education plans the services to be delivered and the prime sponsor informs the vocational education agency whether such plans will conform with Federal regulations and the overall goals of the comprehensive employment and training plan. While such planning could include active brainstorming on the part of both agencies to determine how best to harness their combined resources, few examples of this were seen.

The final model, or full program coordination model, involves the active participation of both agencies at both the administrative and service delivery levels. Coordination extends beyond the acceptance of CETA funds under contractual commitments to a comprehensive utilization of resources available to each agency to serve mutually agreed on purposes. It is a more equally balanced partnership in which vocational education and the prime sponsor attempt a joint approach at planning for the coordinative use of their resources to serve disadvantaged youth. This model is the most idealistic of the three models and few examples were seen.

While there were numerous specific mechanisms used to coordinate activities in each of the six activity/service areas, in the larger picture, coordinative efforts are more often characterized by a project approach than a continuing and comprehensive delivery of services to youth. Operating from a project mode, coordination efforts are subject to the constraints of 12-month planning cycles, short lead time for planning, and the existence of the project as isolated from the mainstream of regular education and employment and training programs.

On a more hopeful note, vocational education participation in prime sponsor youth programs has led to the development of cooperative vocational education guidelines as a model for the awarding of academic credit. The cooperative model has helped to build a logical extension from work experience to education. Vocational education funds have been combined with CETA funds to provide a more comprehensive array of services for CETA youth. Vocational skills training has been provided on both an open-entry open-exit and extended day basis to accommodate the needs of CETA youth. Vocational skills training has been provided to CETA youth through the purchase of slots in regular vocational classes. Alternative schools and settings have also been developed to provide additional opportunities for CETA youth to participate in vocational skills training.

Descriptions of specific mechanisms in each of the six activity/service areas are included in Volume II of the State-of-the-Art Report.

EFFECTIVENESS OF WORKSHOPS

Workshops were evaluated by means of a questionnaire given to each participant. A more detailed accounting is given in the Evaluation Report but the highlights are noted in the following paragraphs.

Some of the greatest gains in knowledge at the workshops were noted by prime sponsors. Fifty-seven percent of those prime sponsors at the Silver Spring workshop reported a change from minimally to adequately knowledgeable regarding knowledge about historical and current coordination efforts between vocational education and prime sponsors. Fifty percent of prime sponsors at the Denver workshop reported an increase from minimally to adequately knowledgeable about techniques which can be used to coordinate programs between vocational education and prime sponsors.

The Guide was seen as an extremely useful document. Fifty-nine percent of the educators and fifty-seven percent of the prime sponsors in Silver Spring felt it was very useful or exceptionally useful. Eighty-five percent of prime sponsors and 69 percent of educators at the Denver conference felt that the Guide was very useful or exceptionally useful. A clear majority of all educators at the Denver conference rated all speakers, work sessions and products as good or excellent.

In Silver Spring 59 percent of the educators and 57 percent of prime sponsors gave good or excellent ratings to presentations by speakers of local programs. Sixty-four percent of the educators and 57 percent of the prime sponsors gave good or excellent ratings to the work sessions on identifying problems. In Denver 84 percent of the educators and 73 percent of prime sponsors rated the work sessions as good

or excellent. Seventy-four percent of educators and 71 percent of the prime sponsors felt that the keynote speakers' presentations were good or excellent.

There was an overwhelming response on intended use for the Guide. Ninety-three percent of prime sponsors at the Denver conference indicated plans to use the Guide to generate interest in their own agency for developing coordinative programs. Eighty-six percent of the prime sponsors at the Silver Spring workshop indicated plans to use the Guide as a tool to improve coordinative programs already ongoing. A majority of the educators at the Silver Spring conference indicated plans to use the Guide for every use suggested to them.

CONCLUSIONS AND RECOMMENDATIONS

A number of findings in this study may be directly attributable to Title IV legislation. The problem of youth is defined as one of unemployment and as may be expected, work experience was more often offered as an intervention technique than was skill training. The regulations called for assurances provided that the funds would be utilized by the local educational agency or agencies to the extent necessary to pay the cost of school based counselors. Indeed, CETA funds provided for additional counselors to work with disadvantaged youth. However, the necessity for keeping administrative costs low left little or no funds for program improvement efforts such as in-service training which would have lent support to counselors in the intense mentor and advocacy approaches in evidence.

There were isolated instances of vocational education agencies participating in the development of guidelines for the awarding of academic credit for work experience and of cooperative vocational education guidelines being used as a model for awarding academic credit. Vocational education directors have taken a role in the development and implementation of youth programs under CETA Title IV.

State vocational education agencies have served in a coordinative capacity in several fronts. They have played a role in providing an in-service training workshop for local staff, they have provided technical assistance in the development of programs, and they have served as a partner for the balance-of-state prime sponsor.

One percent funds available to governors under Title II for encouraging coordination and establishing linkages between prime sponsors and educational agencies can be utilized to move the vocational education-CETA partnership forward. In one State the Departments of Labor and Education have agreed to combine one percent funds and the 15 percent of the six percent vocational education set-aside and jointly develop guidelines for the expenditure of the funds. Another State combined Title IV funds and one percent linkage funds to create a CETA-Education linkage unit.

A continued effort to encourage coordination will require increased technical assistance and training at the local level to sustain activities set in motion by Title IV. At a minimum, successful approaches to interagency coordination must be disseminated. To further advance the vocational education-CETA partnership will require that mutual knowledge of agency functioning be increased. Due to the high ratings given the work sessions during the workshops, it would be suggested that similar workshops could be a viable mechanism for bringing prime sponsors and educators together. Such opportunities for interaction can develop a heightened capacity for information sharing necessary to prepare vocational education agencies and prime sponsors to work together on a continuing basis.

The high ratings received by the Guide most certainly support further dissemination of the Guide on a national basis. A further development would combine the framework of the small group work sessions and the Guide into a workshop where structured work sessions were based on the Guide itself. Several specific suggestions for technical assistance and training are as follows:

- It is recommended that the Department of Education and the Department of Labor continue to assist in the dissemination of the Guide and further to consider supportive technical assistance workshops developed on the basis of the Guide.

- It is recommended that State vocational education agencies consider use of the 15 percent of the six percent vocational education set-aside to fund similar coordination workshops.

- It would also be recommended that Employment and Training Councils consider use of the one percent funds for workshops which focus on coordination activities.

A more detailed listing of specific recommendations for Congress, the Department of Education, the Department of Labor, the State Vocational Education Agency, the State Employment Agency, the State Employment and Training Council, and local education agencies and prime sponsors is included in Volume III of this State-of-the-Art Report.

YEDPA legislation mandated formal agreements creating a linkage between CETA and local educational agencies; however, developments holding the greatest prospects for fulfillment of intended national objectives reside at the State and Local levels in the emergent, informal and sometimes tenuous endeavor to work together in serving disadvantaged and unemployed youth. Cooperative agreements at the State and Local level grow out of a mutual need for resources to provide the range of services needed by disadvantaged youth. The saying that necessity is the mother of invention holds true in the development of interagency linkages. Some of the most innovative approaches are wrought in the face of dwindling resources and limited staff. With current attempts to balance the Federal budget, it is clear that future coordination efforts must be predicated not on the exchange of funds as the incentive for an agency to provide increased services for a target group, but on two agencies pitching together in an effort to cut costs and still provide efficient and effective services. As

vocational education and prime sponsors begin to secure their own base for coordination, they need also to begin to branch out to include other agencies who are part of the human resource delivery system and have a stake in the education and employment and training problems of youth.

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APPENDIX

LITERATURE REVIEW FORM

A. TITLE/SOURCE OF DOCUMENT :

B. LOCATION OF PROGRAM :

C. GOALS OF PROGRAM :

D. PROGRAM ACTIVITY/SERVICE AREA(S) :

E. MECHANISMS USED TO COORDINATE LEA/CETA ACTIVITIES :

F. RESOURCES REQUIRED :

G. CRITERIA USED FOR EVALUATION :

H. EVIDENCE OF SUCCESS OF COORDINATED PROGRAM ACTIVITIES/SERVICES :

IDENTIFICATION

SHEET

Name of Person Making Nomination: _____

_____

Agency: _____

Telephone: _____

INSTRUCTIONS

FOR

NOMINATION PROCEDURE

Step

1 Please review the accompanying document of assessment standards. The examples under each of the 28 standards contained in the document illustrate ways or means of meeting that standard. As noted, the examples are not intended to be an exhaustive listing of the ways a standard might be manifested.

2 Based on your knowledge of YEDPA/vocational education cooperative efforts, nominate not more than five vocational education programs or projects. Consider educational programs as vocational if they are directly related to the preparation of youth for paid or unpaid employment. Those programs or projects nominated should be those that best meet the intent of the greatest number of standards. This does not preclude the possibility of nominating a program which meets the intent of a limited number of standards.

3 Complete a nomination ballot for <u>each</u> program or project nominated. Please be as specific as possible in providing information descriptive of nominated programs. Please feel free to make any additional comments that you feel would further support your choice of individual programs/projects.

4 Sign the identification sheet and return the ballots and accompanying identification sheet in the enclosed self-addressed, stamped envelope.

NOMINATION BALLOT

Site or Other Identification of Nominated Program/Project:

_____

_____

_____

Location of Program/Project: _____

_____

Participating Educational Agency:

Name: _____

City: _____ State: _____

Participating Prime Sponsor: _____

Name of Contact Person Knowledgeable of Program/Project:

Name: _____

Agency: _____

City: _____

Telephone No.: _____
(If known)

Standards Used in Nomination: _____ _____ _____ _____ _____
(Enter identifying number and letter.)

Comments: